HUMAN RESOURCES MANAGEMENT IN AFRICA

LC/NAIROBI

ECA/PHSD/HRP/88/26[6.1(iii)]

Monograph No. 16

HUMAN RESOURCES IN AFRICA

Focus on Economic Recovery Structural Adjustment and Long-Term Development

December 1988

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1. FOREWORD

As socio-economic conditions in Africa continue their downward slide since 1980, it has become patently clear that a topmost priority action required for arresting the decline and reversing the trend towards self-reliance and self-sustained development, must be directed to the development and utilization of Africa's human resources. This has been very clearly stated in Africa's Priority Programme for Economic Recovery 1986-1990 (APPER) which Africa's Heads of State and Government adopted in 1986 as well as in the United Nations Programme of Action for African Economic Recovery and Development 1986-1990, which was adopted by the Special Session of the United Nations General Assembly on Africa's economic crisis in May/June 1986.

The impact of the crisis and of the structural adjustment programmes being implemented to mitigate its effects on the African economy have had very serious repercussions on conditions of human wellbeing as well as on human resources development and utilization. Many recent studies have demonstrated beyond any reasonable doubt, the fact that the negative effects of the socio-economic crisis have been exacerbated by the design and application of structural adjustment programmes in most African countries. So much has concern grown over this state of affairs, that is was deemed urgent to convene an International Conference on the Human Dimension of Africa's Economic Recovery and Development. This conference, which was held in Khartoum, Sudan in March 1988, assessed the central role of human resources in the development process and the trends since the beginning of this decade in the development of human resources as well as the conditions of human wellbeing in Africa; identified those actions that are required for a broader and more human-focused approach to adjustment and development; and proposed practical measures at the sectoral, national, sub-regional, regional and international levels through which the strengthening and further development of human capacities and conditions of human wellbeing should be made integral parts of national strategies, plans and programmes of socio-economic recovery and development.

The third ECA Conference of Ministers Responsible for Human Resources Planning, Development and Utilization which also met in Khartoum immediately after the International Conference, conducted its deliberations under the theme "Human Resources for Africa's Socio-Economic Recovery and Development". The Conference:

(i) reviewed policies, programmes and strategies for the planning, development and utilization of human resources;

(ii) identified the major problems encountered in establishing more efficient human resources planning, development and utilization systems;

(iii) defined a role for human resources in programmes of economic recovery, as well as a strategy for ensuring that Africa's human resources are more involved in the continent's long-term socio-economic development;

(iv) recommended measures for removing the constraints on the implementation of APPER and UN-PAAERD in the field of human resources;

(v) considered measures for protecting and enhancing conditions of human wellbeing during the recovery period;

(vi) made recommendations for the strengthening of public administration and management in Africa and for improving the planning, development and utilization of human resources towards Africa's long-term development needs;

This monograph highlights some of the issues that have dominated the list of concerns over the human condition in Africa. Prof. Adebayo Adedeji, Executive Secretary of ECA begins by raising a number of questions about recovery, development and human resources. The second section deals with policy issues that ought to be addressed in the planning, development and utilization of human resources for socio-economic recovery and development in Africa. The final section contains excerpts from the Khartoum Declaration: Towards a Human-Focused Approach to Socio-Economic Recovery and Development, adopted by the International Conference.

This monograph is intended to continue the debate on human resources, the crisis, structural adjustment and development in Africa. It is our hope that it will contribute to the search for solutions to the problems of human development which Africa faces.

Sadig Rasheed
Chief
Public Administration, Human Resources
and Social Development Division

2. STATEMENT BY PROFESSOR ADEBAYO ADEDEJI, UNITED NATIONS UNDER-SECRETARY-GENERAL AND EXECUTIVE SECRETARY OF ECA TO THE THIRD CONFERENCE OF MINISTERS RESPONSIBLE FOR HUMAN RESOURCES PLANNING, DEVELOPMENT AND UTILIZATION

H.E. Mr. Sadik El Mahdi,
The Hon. Prime Minister of
the Republic of The Sudan,
Honourable Ministers,
Distinguished Participants,
Excellencies,
Ladies and Gentlemen,

It is indeed with great pleasure that I join the host Government in welcoming you, honourable ministers and distinguished delegates, most heartily to the Third ECA Conference of Ministers Responsible for Human Resources Planning, Development and Utilization. I would like also to express, once more, to H.E. Mr. Sadik El-Mahdi, the Honourable Prime Minister of the Republic of the Sudan and to the Government and the people of this great country, our sincerest appreciation for having invited our Conference to convene in this beautiful and historic city of Khartoum and also for the warm welcome and friendship which we have all enjoyed from the Sudanese people, whose hospitatlity towards foreigners has been legendary throughout the ages. The people of this great country have, from time immemorial, opened their doors to their fellow men for trade and learning. May this country and its people grow even larger as the great melting pot of the East, blending and enriching cultures, remoulding civilization and contributing to the development of mankind.

Mr. Chairman,
Honourable Ministers,

When we last met at Addis Ababa in 1984, this continent was caught in the grips of desperation and near despair because we were grimly confronted with forces that threatened not only our development prospects but also our very survival. The image of Africa at that time was one of drought and desertification, famine and hunger, disease and death and a massive displacement of populations from drought-affected regions. This situation was triggered off by the most widespread and destructive drought which exacerbated the socio-economic crisis that engulfed Africa since the early 1980s.

The socio-economic crisis was, for us a foretaste of what we in ECA in our study entitled "ECA and Africa's Development: A Preliminary

Perspective Study: 1989-2008", had described as a "nightmare", the "degradation of the very essence of human dignity" that would enqulf this continent by the year 2008, if development priorities and strategies were not oriented towards the attainment of the goals of the Lagos Plan of Action and the Final Act of Lagos. The factors that gave rise to the crisis are now well known. I shall, therefore, not bore you by recounting them all over again. Suffice it to say that the widespread misery which they left in their wake was enough to shock us back into reality and to remind us that not only should we never again allow ourselves to be so vulnerable, but more importantly, we should reinforce the pillars upon which our community is built so as to ensure that they will never face the threat of crumbling again.

We are all aware that it was the dire socio-economic situation prevailing in Africa that led to the adoption of Africa's Priority Programme for Economic Recovery, 1986-1990 (APPER), and the United Nations Programme of Action for Africa's Economic Recovery and Development, 1986-1990 (UN-PAAERD).

These programmes of recovery will guide development policy in the short- and medium-term and ordain the course of Africa's socio-economic development in the long-run.

However, half-way through the implementation of the recovery programmes no significant improvements in human development as well as in the development and utilization of human resources have as yet been discerned. Although the problems have their root in the socio-economic crisis, there is no denying the fact that they have been exacerbated by the structural adjustment and stabilization measures currently in force in most African countries.

Once again Africa appears to be facing a crisis, this time, a crisis of human development, caused by the constant deterioration of conditions of human wellbeing throughout the continent since the beginning of the 1980s. And once again, the international community has rallied behind Africa to contribute their efforts to those of Africa's in the search for ways of mitigating the crisis. To this end, and as part of the follow-up on the implementation of APPER and UN-PAAERD at the regional level being undertaken by an Inter-Agency Task Force of the United Nations, an international conference was held right here in this Friendship Hall just a few days ago.

Members of the international community, representing organisations of the United Nations System, bi-lateral and multi-lateral donors, financial institutions notably the World Bank and the IMF, Governmental and Non-Governmental Organisations, individual experts on development issues, met with us, Africans, from 5 to 8 March 1988 to deliberate on The Human Dimension of Africa's Economic Recovery and Development. After reviewing the human crisis in Africa particularly its impact on the vulnerable groups

- children, women, youth, refugees, the disabled, the aged and rural communities - and its main aggravating factors, the Conference embodied its conclusions and recommendations in the Khartoum Declaration: Towards a Human-Focused Approach to Recovery and Development.

In the assessment of the human condition in Africa over the last several years, we concluded that partly because of the socio-economic crisis, every indicator of human wellbeing has registered a dramatic decline. Unemployment and underemployment have risen markedly; real incomes of most households have dropped dramatically; malnutrition, morbidity and child mortality are ascending; food production has declined significantly; the absolute number of illiterates is beginning to increase; while famine and war have rendered millions of Africans destitute, refuge-seekers and displaced persons.

One of the conclusions of the Conference - was that "no nation can be great and prosperous if the majority of its people are poor, malnourished, illiterate, miserable and perpetually vulnerable."

The participants acknowledged that the socio-economic crisis and its residual effects have compelled most African countries to seek recourse to structural adjustment and stabilization programmes which further aggravated the situation.

The Conference was unanimous in its condemnation of the negative developments in conditions of human wellbeing which are occuring among us and called for the adoption of a set of measures which would ensure that sustaining the human dimension emerges as a central objective of programmes of adjustment, recovery and development in Africa.

Although participants were unanimous in their view that the human crisis looming over Africa challenges the very survival of the African people, they were equally convinced that it can be overcome by dint of will and determination on the part of the African people and the good-will and support of the international community.

Accordingly, a number of action measures were formulated for implementation at the national, the regional and sub-regional as well as the international levels to make the human dimension the centre-piece of recovery and development endeavours.

Mr. Chairman,
Honourable Ministers,

Very shortly, you will be called upon to consider the Khartoum Declaration for endorsement by your Conference. I urge you to endorse it, make it your

own and submit it to the 30th Anniversay meeting of ECA Conference of Ministers which convenes next April in Niamey, Republic of Niger and through that Conference to the Ad-hoc Committee of the whole, set up by the General Assembly of the United Nations to undertake the mid-term review of the implementation of the UN-PAAERD and through it to the 43rd session of the UN General Assembly so that it would attract attention at the highest international levels and serve as a new framework of co-operation between Africa and the world, for making the human condition the hub of our recovery and development endeavours.

I also urge your conference to seize on this offer of support from the international community to create those opportunities for tackling the problems of human development and human resources development in our countries. The Khartoum Declaration fits your chosen theme perfectly, for it raises the fundamental question of what role and place to ascribe to man and his total development in national endeavours for socio-economic transformation. The Khartoum Declaration reminds us of our past neglect of human concerns in the development process and has created a framework for us to recapture the human dimension in our development activities.

Mr. Chairman,
Honourable Ministers,

We have seen in the recent past how Africa's human resources have stood helpless as the surrounding socio-economic environment seemed to crumble under their feet. This happened because capabilities to master the forces that threaten their communities were themselves, also crumbling. Very clearly, we are wanting in skills and knowledge to combat drought, raise productivity levels in agriculture, manipulate our natural and mineral resource base to produce industrial goods for our own consumption, generate internally, enough wealth for ourselves, manage our resources, our institutions, our communities and our economies for our own good and preserve our environment for our greater use. We need to know once more how to master our total environment, design a future for the coming generations of Africans and above all, be secure in our conviction that we are able to solve our problems by ourselves. This is the human infrastructure which we must have if we can ever hope to create those conditions that will guarantee our survival and self-sustained development.

The task of building this human infrastructure is one which you, Honourable Ministers, responsible for planning and developing Africa's human resources must squarely face. It is true that many governments in the region have heeded to the call to strengthen the manpower base for development and that many national policies on higher education have been attempted specifically to close the manpower gaps in the African economies. The socio-economic crisis confirmed our deepest fears - that we have not succeeded

as yet in building up our skills base to the extent that is required for the efficient management and the effective functioning of our economies, or in grappling with emergencies and with unforeseen problems that require innovative and quick solutions. The first task, therefore, is to reinforce the manpower base by designing programmes and strategies for producing skills that are critical to the development process. We need many more agronomists, hydrologists, metereologists, soil scientists, veterinarians, technologists, engineers, managers etc. than we now have. Until we can very quickly produce experts in these areas, our capabilities for doing those things that ought to be done to make agriculture the engine of self-sustained socio-economic development in Africa will be severely limited. It is, therefore, extremely important that we not only prepare ourselves to be able to produce skilled men and women in these areas, but also that we evolve effective strategies for doing so. This is a task that must be taken on by our human resources planning and development systems.

Our second preoccupation should be focused on the need to ensure that the skills we produce are readily applicable to the solution of real life problems of development. In other words, we should strive for relevance in our education and training systems. This requires that immediate attention be paid to the need for curricula change and development at all levels of our educational system with a view to aligning our teaching and learning programmes with the objective needs for development within Africa.

The search for relevance must lead us to examine the degree of dependence of our education and training systems on outsiders and the implication of such dependence on the relevance of what is taught and learned within our institutions, vis-a-vis the depressing realities that we see around us and what we know must be done to change them.

Another priority in the development of human resources is the need for confidence-building among the African people. The humiliations showered upon Africans by famine, starvation, constant pleas for outside assistance, aid, the interpretation of our problems to the world by the mass media, our total inability to determine what value to ascribe to things we produce and the effort we put into producing them, and our deepening dependence on the rest of the world for sustenance, cannot but have a negative impact on the confidence which we must have as a people if we should ever be masters in our own house and of our own future. Education and training systems in Africa must chart out strategies to rebuild among our young those attitudes that would help to recreate confidence in themselves in order for them to be fortified and to know that only they can look for lasting solutions to their problems of survival and development.

A major concern during this period of recovery should be how not to decimate the human resources available in our midst. Human resources like

all other resources need nurturing and should be managed and utilized in such a way as to make them continually more productive. We need to create for them those conditions that will allow them the space to operate to the highest levels of efficiency. How this can be achieved when standards of living are declining, incomes are falling, more pressures for subsistence are being placed on heads of households, fewer and less efficient working tools and equipment are being provided to producers, political constraints on freedom of thought and expression are increasing, are questions which our policy makers and managers of human resources must seriously address. The brain drain which is today assuming alarming proportions in Africa is one very loud message to African Governments to create for Africa's human resources the economic, social, political and working environment within which they can at least produce goods and render services in an atmosphere of peace which would conduce to self-satisfaction and self-fulfilment.

African Governments must also face the challenge to make timely provisions for opportunities to be created for coming generations to be provided with jobs and sources of income. Governments of this continent will, between now and the year 2008, have to create 280 million new jobs just to keep unemployment constant at levels of today. This is a daunting challenge which every Government on this continent must face. It is also a reality which must condition our thinking on development and must influence our choice of development priorities, investments and objectives. Employment generation should now emerge as a major objective of development planning, which should in turn be held responsible for ensuring that in the long run Africa's development endeavours do not result in the creation of armies of unemployed and unemployables within the African economy.

Mr. Chairman,
Honourable Ministers,

Your committee of experts, which met during the last few days has worked diligently and thoroughly to examine the manifold problems confronting the human resources of this continent. It has recommended possible courses of action for you to consider and to adopt. Likewise, the Ministerial Follow-up Committee of Ten also met to review the progress made in the implementation of the decisions of your second conference and has also made appropriate recommendations for your consideration.

You have a most important assignment before you. I have no doubt that you will undertake it with the seriousness it deserves and that you will come up with workable recommendations which we shall implement individually and collectively to ensure that Africa's human resources stand up to the new challenges of recovery and development which they face.

Thank you for your kind attention.

3. HUMAN RESOURCES FOR AFRICA'S ECONOMIC RECOVERY AND DEVELOPMENT

I. Introduction

The Lagos Plan of Action has set out the priorities to be adopted by African Governments to achieve self-reliant and self-sustained development. The measures prescribed to achieve this goal were adopted by the Heads of State and Government of the OAU at their first economic summit which was convened in Lagos, Nigeria, in 1980. However, even before African Governments could begin instituting the necessary actions to implement the decisions of the Lagos Plan of Action, major negative developments occured within the continent that plunged Africa into an epic socio-economic crisis. Emergency measures had to be resorted to and recourse had to be made to short-term rehabilitation, recovery and adjustment measures.

These developments called for a change of strategy for the implementation of the Lagos Plan of Action, which gave birth to two major programmes: Africa's Priority Programme for Economic Recovery 1986-1990 (APPER) which was adopted by the 21st Ordinary Session of the Heads of State and Government of the OAU in 1986, and the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UN-PAAERD), adopted in June 1986 by the Special Session of the United Nations General Assembly which was convened to deliberate on the African crisis. Both programmes, though rooted in the Lagos Plan of Action, address themselves to the need for a breakthrough to be achieved in Africa's efforts at structural transformation by concentrating energies on the development of a few sectors, the pivot of which should be agriculture, the engine of growth and development in Africa.

Special action measures are called for in all sectors and areas of socio-economic activity to ensure the full and rapid implementation of APPER and UN-PAAERD. But the new policy measures and strategies cannot succeed unless the human infrastructure is created or strengthened to translate these objectives into realities on the ground. Human resources have emerged once again at the vanguard, for the guarantee of Africa's survival and development. For them to effectively play that role, it is imperative that conscious moves be made by African Governments to increase their capabilities to take the lead in the search for solutions to Africa's development problems. This calls for policy changes, strategy adjustments and a relentless fight against forces that militate against the development and better utilization of Africa's human resources.

This paper proposes a set of action measures for consideration, individually and collectively by African governments, to strengthen their efforts to better plan, develop and utilize their human resources for Africa's development. It

gives an overview of the main measures and constraints on the planning, development and utilization of human resources, the results of recent policy changes in these areas on employment, education, skilled- manpower supply, the brain drain and the productivity of the worker. It also proposes measures for aligning human resources planning, development and utilization objectives and strategies with the recovery and development objectives of APPER and UNPAAERD. Finally, it recommends courses of action that may be pursued at the national, sub-regional and regional levels to elevate Africa's human resources to their rightful place in the development process and equip them with the requisite capabilities to spearhead recovery and structural transformation in Africa.

II. The African Priorities for Recovery and Development

APPER and UNPAAERD have identified the priority areas to which attention should be directed to effect fundamental policy reforms and channel development investments if the African economy should recover fully from the crisis and its residual effects, and be sufficiently fortified to begin moving towards the attainment of the development goals of the Lagos Plan of Action and the Final Act of Lagos. The four areas of priority to which practical action measures should be directed are (i) the development of agriculture, especially the food sector; (ii) other sectors in support of agriculture (iii) combatting drought and controlling desertification; and (iv) improving the planning, development and utilization of human resources.

Both APPER and UNPAAERD accord topmost priority to strengthening the food and agriculture sector in African economies. This sector is the largest in most African countries and is thus responsible for ensuring the socio-economic wellbeing of the African. Any adverse conditions in this sector - dysfunctional government support policies, inadequacy of production inputs, poor social and human infrastructures - would definitely spell havoc for any African economy, as was the case when adverse conditions in African agriculture triggered off the socio-economic crisis. The prospects for recovery and development hinge on full rehabilitation of this sector. For a start, the recovery and development programme requires that measures be instituted to increase food production through the setting up of effective early warning systems; the strengthening of capabilities to withstand the effects of drought and other adverse climatic conditions; the provision of more realistic incentive packages to stimulate agricultural productivity; the development and expansion of infrastructure, support institutions and information systems; and developing water, fisheries and livestock resources. To attain these objectives, African countries would not only have to undertake structural reforms, but would also have to intensify their efforts in agricultural research and development, training, the provision of extension and other support services, rehabilitation of more areas of land for agriculture and changing consumption habits in favour of Africa's products.

The second area of focus among the priorities for recovery and development is those sectors that are supportive of agriculture: transport and communications, industry (particularly small-scale industry), energy, science and technology, domestic and intra-African trade, etc. Without the effective development of these contiguous sectors, the full rehabilitation of agriculture will be difficult to achieve. Therefore, the priority programmes place emphasis on actions to expand and improve rural and access roads, increase the efficiency of agricultural marketing and distribution systems, better maintain and more rapidly expand desert roads and small bridges, and develop repair and maintenance capabilities for all modes of transport that may be of direct relevance to the growth and expansion of agriculture. In the field of industry, high priority is accorded to the development of industrial capabilities for the production of agricultural tools and equipment, for processing of raw materials, for the maintenance and rehabilitation of industrial plant and equipment. Priorities in the energy sector would support efforts to develop renewable sources of energy such as bio-mass and solar power; strengthen intra-African co-operation for the exploration, exploitation and development of energy technologies, equipment and institutions; monitor the implementation of energy policies; and develop training and research programmes in energy development. As concerns science and technology development, the priorities focus on the need to develop national science and technology programmes and R & D capabilities, and to encourag within-region co-operation and exchange of information. A buoyant food and agriculture sector can only increase its utility value if domestic and intra-African trade are well developed and appropriate financial support is provided to producers. Therefore, a set of measures are proposed to improve market arrangements, adopt price incentives for agricultural producers, improve distribution channels and identify and eliminate obstacles hindering the expansion of domestic and intra-African trade.

The third priority area for recovery and development is the control of the effects of drought and desertification. Measures to be implemented to this end include large-scale programmes of afforestation and re-afforestation; the development of water resources including irrigation systems and water basins; the development of alternative sources of energy with a view to replacing fuelwood and thus preserve forest resources; combating soil erosion and salination, etc.

The fourth and final area of priority is the planning, development and utilization of human resources. Measures are recommended to better plan the manpower requirements of Africa's development; institute radical changes in the educational systems of African countries with a view to achieving relevance in education for development; intensify efforts to eradicate or significantly reduce illiteracy among the African populations; strive to reverse the brain drain and reduce the high dependence on expatriate personnel; promote efficiency in the utilization of human resources; improve conditions of work for the African work force; and ensure a greater involvement of women and youth in the development process.

It is estimated that the financial requirements for implementing the priority programmes for recovery and development would amount to US$128.1 billion over the five-year life of APPER and UNPAAERD. In agriculture, the estimated requirement is US$57.4 billion. The sectors supportive of agricultural development require US$60.1 billion. US$3.4 billion will be used to combat drought and desertification and US$7.2 billion will go towards strengthening human resources. The bulk of these investments will be provided domestically by African Governments themselves, whereas the international community has undertaken to support the African effort by providing US$45.6 billion towards the implementation of the recovery measures between 1986 and 1990.

The successful implementation of the short- and medium-term priority programmes will, it is envisaged, lay the foundation for Africa to proceed towards attaining the long-term goals of the Lagos Plan of Action and the Final Act of Lagos: complete food self-sufficiency; endogenous industrialization relying on linkages with the natural resource base; self-reliance in the development and utilization of human resources; a transport and communications system that would promote the integration of the African economy and intra-African trade; the structural and geographical diversification of trade patterns to promote a significant degree of intra-African trade; the establishment of an African common market; and, above all, a full internalization of the development process, bringing about self-reliance and self-sustenance in economic growth and socio-economic development.

These objectives can only be attained if the effects of the crisis are completely removed. African Governments have taken full responsibility for ensuring that rehabilitation and recovery are achieved. APPER asserts that "it is first and foremost incumbent upon Africa itself to define conditions and assume direct responsibility for the rehabilitation of its economy". That responsibility must be assumed by men with ability, vision, sense of purpose, determination and ingenuity — in short, Africa's own human resources. It is those resources that must conceive and formulate those recovery and development policies that would conduce to the success of APPER and UNPAAERD. It is these same resources that would take on the responsibility for seeing to the day-to-day implementation of the programmes. On their shoulders lies the burden of planning strategies for reaching goals and targets. They must decide on resource mobilization and use, set priorities among priorities and make the right investment choices. They constitute the human infrastructure without which no objective of the recovery programmes can ever be attained. There may be an abundance of other resources - natural, physical, capital - but without human resources in the right quantum and of the right types, to transform and give value to the other resources available, recovery and development will remain a moot question. Africa's human resources are the main catalysts on whom the African people must pin their hopes for social transformation and for self-reliant and self-sustained development.

III. Planning Human Resources for Recovery and Development

Underdevelopment denotes the lack of or inadequate capability of a society to fully meet all its material, social, economic and psychic needs. That capability may be strengthened through the development of social institutions, the building of communal wealth through appropriate economic interventions, the quest for social, political and religious equilibrium, the promotion of positive societal norms and the inculcation of positive attitudes and the promotion of life-styles that enhance socio-political cohesion and foster endogenous socio-economic development. Wherever the bottleneck to development may be located, human resources are the only instruments that can have them removed. Skills and knowledge can be applied to manipulate other resources to produce goods, services and wealth. Social cohesion and stability depend on the attitudes of the members of a given society towards the common good. These skills, knowledge and attitudes are acquired through a process of life-long education which begins from birth and continues through one's life-time, informally, non-formally and for a furtunate few, formally.

When an underdeveloped society is confronted with a national emergency which threatens its very survival, as was the case in Africa in the recent past, the message to that society is that its capabilities to master its surrounding environment - political, social, economic and physical - may be crumbling. Its topmost priority, once that message is well received and understood, is to strengthen its capabilities as a guarantee against annihilation. But these capabilities are not provided by new found wealth, or massive external resource flows or vast reservoirs of natural resources or huge public institutions and physical infrastructures per se, but rather by the internal capabilities available to utilize them and make them more productive. This requires that people in these societies be able to produce capital and technology, exploit, process and utilize their natural resource base to their collective advantage, transform their physical environment to a haven for survival and development, manage social, economic, political and cultural change so that they produce benefits rather than costs, have built-in mechanisms for ensuring a continuous growth of knowledge and for regenerating social norms and values. These capabilities are found only in man. When they are sufficiently highly developed, they become "resources" - human resources; but left underdeveloped, they are nothing but liabilities to a society's development prospects.

Given the unique situation of disadvantage in which Africa finds itself, the build-up of capabilities for survival and development is without doubt a most urgent priority. And because of the crisis and the subsequent adjustments being pursued within the continent and their effects on resource allocation, particularly to the social sectors including human resources development systems, alternatives must be found to ensure that the capabilities required for recovery and development are developed among Africa's people. This is where the planning of human resources assumes a primordial role.

It has been demonstrated on many occasions in the past that the human resources base for Africa is far too weak to sustain socio-economic development. There are far too few experts in science and technology and even fewer researchers involved in scientific and industrial R & D. Not enough specialist exist to take on the task of mechanization and modernization of African agriculture; the manufacturing sector is still too dependent on non-Africans for its operation and management and for the provision to it of production inputs and spare parts. The same goes for the region's education systems which rely quite heavily on expatriate personnel and depend to a fairly large extent on outsiders for the provision of training and education to a high percentage of its middle- and high-level manpower.

Human resources planning systems in Africa must urgently address this twin challenge: first to broaden and deepen the human resources base and second to chart out strategies for doing so with cost effectiveness and locally. This is even more urgent in view of the short time-frame set for recovery and the time lag to be anticipated before the desired results begin appearing.

To begin with, Africa's policy makers must dedicate themselves anew to the merits of human resources planning and translate this dedication into appropriate policy responses, adequate resource support for the human resources planning function and a real integration of human resources planning with national socio-economic development planning efforts by linking the objectives of human resources planning with those of overall national development plans.

The human resources planning function must also set its own set of priorities, based on a strong grasp of the present and future situation regarding manpower demand and supply and their implications for the recovery and development prospects of African countries. Planners may wish first, to grapple with problems such as the flight of skills from their economies in order to determine the factors that cause this situation and with a view to arresting any further deteriorations. Many African public services have acknowledged a certain amount of redundancy among their staff and have proceeded with programmes of retrenchment. Human resources planning systems could intervene to assist in working out a programme of redeployment, retraining or recycling so that the skills being done away with are not left idle, but are made to contribute to the recovery effort and to the generation of incomes for the many affected households.

Human resources planning should also have as a priority, strategies for increasing the productivity of the worker, not only in the formal sector of the economy but also in the informal sector and especially in the agricultural sector. In the formal sector interventions are called for to upgrade the skills of middle- and high-level managers so that development resources and processes are managed with greater efficiency. Technical and scientific workers should be trained to handle production resources with greater care so as to maximize

the efficiency of these resources and contribute more to the production of goods and the provision of services. Public sector managers ought to be made more development-conscious so that they are more effective as facilitators rather than be unwitting obstacles in the development process.

Informal sector workers can for the short-term needs of recovery serve as most effective agents in the provision of goods and services to the agricultural sector. Human resources planning systems should, therefore, define a role for them in the implementation of recovery programmes in agriculture and those sectors supportive of agriculture. Workers in this sector could be brought in to provide some of the inputs required for the rehabilitation of agriculture e.g. tools, implements and equipment, as well as services required for the many civil and engineering works projects that would need to be implemented. Human resources planning systems have a major role to play in this regard.

The supply of skilled manpower to agriculture is of fundamental importance for Africa's human resources planning systems, given that the transformation of African agriculture must, of necessity, be skills-induced. The past neglect of planning manpower for this sector is, in part, responsible for the disastrous performance of African agriculture. This sector, more than any other, requires an infusion of skilled manpower to bring the weight of modern techniques to bear on the productivity of African agriculture and to prepare the ground work for innovations to take root and have an effect on production. Apart from upgrading skills among the direct producers, a long-term plan is required to provide the infrastructure that would give effective scientific and technological backing to the efforts of producers: agronomists, soil scientists, veterinarians, hydrologists, meteorologists, rural technologists, community change agents etc., will all have to be produced in sufficient numbers to support self-sustainment in agricultural growth and ensure that all the efforts at recovery, if successful, do not fade away.

An immediate need which each African Government should urgently meet is the assessment of the manpower requirements for the implementation of their national recovery programmes. What, for example, are the manpower requirements for combating drought and controlling desertification in the Sahel? Are there any implications for training and skills development, of the programmes designed to harness and develop water resources? What would programmes for the installation of early warning systems demand, by way of the provision of skilled manpower, from human resources planning systems? These and other similar questions would have to be answered by national human resources planning systems, which should then proceed to chart out those strategies that would best fulfil the need.

IV. Human Resources Development for Recovery and Structural Change

The onus for the acquisition and development of skills in Africa is on the region's human resources development systems. Education, training and staff

development systems like all other agents in the society and the African economy will have to change in response to the priorities dictated by the crisis and the recovery measures being pursued. That reforms must be made in Africa's human resources development systems is a point that is not in dispute. Rather, the divergence of opinion is centred more on the question as to what directions these reforms should take and for what purpose.

African Governments have, as far back as 1980, clearly articulated in the Lagos Plan of Action, their position on the need for African countries to accelerate their efforts to strengthen the human resources base so that it could support Africa's self-reliant and self-sustained development and in order for the region's human resources to function as the true "mentors" and "custodians" of socio-economic development. However, since the early 1980s there have emerged within the continent, forces that seem to be veering the region away from progress towards attaining these objectives. The present recovery, reform and adjustment measures as well as the crisis which brought them about are responsible for the quite substantial reductions in investments in human resource development throughout the region in the last several years.

The time has come for these policies to be rethought from the perspectives of Africa's long-term development prospects and of Africa's need for structural transformation.

In the last five to eight years, there have been serious declines in Africa's educational expansion to the extent that if present trends continue much of the gains that had been made since independence to deepen the region's human capital stock, to increase literacy, to expand the manpower base and to democratize education, will be undone. The present policies on education in much of Africa seem to be guided by the need to reduce the public sector's financial and administrative involvement in the delivery of educational services. This, in turn, appears to be dictated by the fast growing demand for education, caused by rapid population growth and the dwindling of public sector resources caused by the recession. Consequently, to rationalize the reduction of Government involvement in the education sector, arguments have been put forth to show that African education systems are too expensive or inefficient at certain levels and in certain areas of study; African Governments will not be able to mobilize the fiscal resources required to meet the growing need for education, given the present and projected macro-economic conditions in Africa. Consequently, steps have been taken to ensure that Government resources be concentrated on those levels of education that are the most socially, productive. Therefore policies should be pursued to recover the cost of higher education which is deemed to be too expensive and relatively unproductive, socially and to allocate these recovered costs to the primary sector, which, according to the proponents of these views, is the most productive

level of education in Africa. Also as part of the cost recovery measures, it has been recommended that a credit market for higher education be developed through a system of loans and selective scholarship schemes. Finally, education should be privatized and the management of public education decentralized. It is argued that if these measures are implemented by African countries, financial resources for education would be increased and would be utilized more efficiently and access to education would be expanded and democratized in favour of the poor and disadvantaged.

It is probably on account of the implementation of these measures that the following has been recorded in African education in the last five years: a dramatic slowdown in the expansion of education, evidenced by the declines in enrolment increases at all levels from 9.3 per cent per annum between 1975 and 1980 to 2.9 per cent per annum between 1980 and 1984 at the primary level; from 13.7 to 10.9 per cent at the secondary level during the same period; and at the third level of education by 66 per cent between 1980 and 1985; declines in the quality of instructional resources (shortages of texts, reagents, equipment and other teaching resources); unfavourable pupil/teacher ratios; deterioration of physical structures and infrastructures etc. The continuation of such trends would definitely threaten the achievements made in education in Africa between 1960 and 1983: a five-fold increase in gross primary enrolment ratios; the explosion of third level enrolment from 11,000 to 437,000 students; the expansion and significant build-up of knowledge; and other socio-economic, socio-cultural, and socio-political gains such as the successful campaign against colonialism and the significant improvements in health, literacy, life-expectancy and nutrition.

Yet, the medium-term needs for recovery require that significant investments be made at all levels of education. The need for increasing agricultural productivity calls for the expansion of basic education and literacy training to improve the farmer's functional literacy and numeracy skills and to step-up the fight against illiteracy and ignorance. The expansion of primary education is also required to speed up the attainment of, at least, these objectives. Third-level education must also be strengthened to enable it respond to the region's middle- and high-level manpower needs in agriculture, industry, mining, science and technology, transport and communications, banking, management and the education sector itself. For third-level education to effectively respond to these needs, it should have the requisite support at the second level of education which prepares students for the higher education sector.

The answer, therefore, to the problem of the crisis and the need for rapid recovery does not lie in starving the education sector of resources. Such a policy would obviously be counter-productive since it would result in stunting the growth of the very resources that should bring about recovery and development. Rather, African Governments should explore the possiblities

of activating new sources of revenue generation for the education sector such as unleashing the income-generation potentials which educational institutions may have; sealing off the many sources of foreign exchange leakage in the education sector; strengthening internal capabilities so that a larger measure of self-reliance in education is attained; improving educational management capabilities so as to optimize the utilization of resources, space and time.

The new policy measures currently in force tend to view education in isolation of the prevailing social realities. Attempts to privatize education by passing on the tuition, recurrent and welfare costs of education to the user, have turned out to be unrealistic. Student unrest and other forms of social resistance to these measures have already surfaced in some parts of Africa. The reason may be that parents are beginning to feel overburdened by being made to build schools, subsidize salaries, meet the soaring costs of books and equipment, provide furniture etc. at a time when their real incomes are declining. The proposals are unrealistic for another important reason: education is a critical area in development, which, like all such critical areas, requires close monitoring and control by Government. How that role can be fulfilled if education is privatized and decentralized is a question policy-makers should give serious thought to.

In addition, establishing a system of cost recovery through a student loan scheme amounts to the same thing: passing on the cost of education to the user, who does not have the means to meet more than his most basic subsistence needs. It is doubtful also that such schemes could work in Africa given that no university graduate is guaranteed a job and that there are hardly any restrictions on migration.

These policies will, therefore, most likely turn out to be self-defeating, in that rather than enhance the development of education, they would weaken its effectiveness, militate against the skills development objectives of the region and promote education, especially at the middle- and higher-levels, for the rich - those who can pay - while reinforcing the marginalization of the poor, who cannot. Having said this, it is important to add that private initiatives to contribute to educational expansion ought to be encouraged by governments, provided that these initiatives are well monitored and controlled, and that they accord with government educational policies and priorities.

Education for recovery and development demands of African Governments four things: (i) increased investments; (ii) the search for relevance to needs; (iii) the rapid multiplication of skills; and (iv) a change of attitudes to society.

The challenge of survival dictates that knowledge be expanded fast to enable a larger proportion of Africans to have the capability to regain control over their environment. This would cost more, not less, money. It is true that Governments would not be able to mobilize the amounts required especially

if they were to rely on the traditional sources. Therefore, they must explore new sources of revenue generation such as levying an education tax on business enterprises; reducing their reliance on expensive expatriate personnel in favour of less expensive indigenous ones; increasing self-reliance in the production of textbooks and teaching aids and equipment so as to reduce the demands on foreign exchange resources for imports and at the same time stimulate income generation locally. Educational institutions could themselves be encouraged to be semi-self-financing by engaging in farm and industrial production and service-rendering activities, profits from which could be ploughed back into the development of programmes, structures and infrastructures.

The search for relevance is the second challenge to education in Africa. Perhaps the charge that African education is too expensive could be justified against the large number of youth who go through parts of or the entire educational hierarchy only to discover when they leave to enter the world of work that they do not possess the skills and knowledge required by employers. African education systems and curriculua have not adequately responded to needs for the development of agriculture, industry, science and technology, etc. Liberal education is what prevails, having changed little from colonial times. Yet society and its needs have changed, placing much less of a premium on a man with qualifications in the liberal arts, in favour of qualified people with scientific and technical skills. Vigourous efforts must, therefore, be made to develop curricula and align them with Africa's objective needs for socio-economic and technological transformation. In the process it may be necessary to do away with the concern for - if not the obsession with - the need to maintain "international" equivalency and recognition. Curricula change must be guided only by the need for the African to acquire only the knowledge and learn only those skills that would serve him and his society.

The third challenge to education in Africa is the search for appropriate and workable strategies for multiplying skills for recovery and development. How can the millions of peasant producers and pastoralists be made literate so that they become more productive workers? How can the thousands of rural change agents be produced to help rural communities solve their problems of malnutrition, high morbidity, high infant mortality, endemic diseases etc.? How can the practice of traditional medicine be integrated with modern health care services? How fast can the water resources and desertification control experts be produced to arrest the spread of deserts, reverse the degradation of the African environment and preserve Africa's forests? How soon can the veterinary technicians be formed to begin attacking the many diseases that plague Africa's livestock resoruces? These are a few of the questions which educational systems in Africa must address if they seriously intend to contribute to the continent's recovery.

When it comes to questions of middle- and high-level manpower development, African Governments must review present strategies of producing

them. They would have to consider whether it is more viable or even more desirable for each country to attempt to provide all the higher education facilities required to produce its middle- and high-level manpower, or whether the burden for doing so would be considerably eased if the task were shared among groups of countries on a sub-regional or regional basis. They would have to review policies that promote among African students, a preference for degrees and diplomas acquired outside Africa, the consequent heavy outflow of students, particularly to countries of the North and the implications of this for relevance in the application of skills acquired externally to the solution of problems which are probably unique to Africa. Governments of the region would, therefore, have to search for ways of expanding educational opportunities at the middle and higher levels to accommodate most of those who would otherwise turn elsewhere to look for those opportunities. They should also look for collective approaches to strategies for increasing post-graduate educational opportunities within the continent, particularly in the sciences, agriculture, medicine, engineering and technology, in order to obviate the need for increasing numbers of Africans to migrate - in some cases, permanently - in search of these opportunities.

The final challenge to African education is the development of positive attitudes towards the common good. The economic decline has been accompanied by a moral decline and a certain amount of dissary in the African's value systems, particularly in the urban areas. Mismanagement and misapplication of public resources have been rampant in many African countries. Robberies, theft, vandalism, assault, drug abuse, alchoholism, prostitution, etc. have increased dramatically in many African cities. Such social disequilibria cannot support development, and those communities that are victims of these negative social developments would only be able to internalize the development process with the greatest difficulty. Education systems must begin now to inculcate into Africa's young, a respect for the rights and property of individuals, the adoption of constructive rather than destructive behaviour, and a love of self, community and nation. In addition, the spirit of self-reliance must be cultivated among Africa's young to reduce the pervasive feeling of helplesseness in the search for solutions to problems of day-to-day living. The new generation of Africans must be made to feel confident in themselves, to know that they are capable of surviving with or without the help of others and thus be equipped with the moral and psychological fortitude necessary for any man to take the first step towards doing those things required for his self-upliftment. In this way, the excessive dependence on "other" - community, government, outsiders - for food, jobs, incomes, skills, materials, money, will be reduced and Africans will be armed with the confidence they must have to be able to provide jobs and incomes for themselves become job-creators rather than job-seekers, produce what they need for their own survival and growth and turn inwards for their self-reliant and self-sustained development.

One signal from the crisis to Africa's human resources development systems is that the skills available on the continent may have become obsolete in the face of the problems that have emerged in the last few years. Economic management capabilities have proved unable to cope with the problems of economic decline, planning systems have, as it were, been put into cold storage; public financial managers are overwhelmed by the debt problem; production managers do not seem to be able to make things work; and managers of the social sectors have almost lost control over the smooth administration of their respective departments. There is an urgent need to realign present capabilities with the emerging problems confronting the African economy and with the imperative to evolve new capabilities to manage recovery. Training and staff development systems have a major role to play in this. They should formulate special tailor-made programmes to correct the skills imbalances in agriculture, industry and management. They should also undertake detailed and realistic training needs assessments in order to ascertain not only what training should focus on, but also to work out programmes schedules and the provision of training resources.

The institutions of higher learning have a special role to play in assisting governments attain the objectives of recovery and development. They should, first and foremost, critically re-examine their activities in the areas of teaching, learning, research and service to the community, with a view to determining how, through these activities, support could be provided to the national recovery and development programmes. The institutions should make a special effort to rebuild planning capabilities in Africa by mounting special learning and research programmes for planners and managers of the African economy and by helping to evolve new approaches to development planning. The many causes of economic decline within the continent should also be unravelled. University research on development issues must address this urgent need.

More specifically, universities and other third-level educational institutions should reflect within their activities in learning, research and service to the community, the need for Africa's rural and agricultural sector to be transformed, for sectors supportive of agriculture to be strengthened and for the productivity of the rural African to be significantly increased. They should strengthen their consultancy support to government, state-owned enterprises and the private sector and evolve a more problem-solving-oriented approach in the services they provide to the communities that surround them.

V. Improving the Utilization of Human Resources

Very serious declines in the levels of employment and productivity have been registered throughout the region, partly as a result of the crisis, the ensuing economic contraction and the recovery measures being implemented through structural adjustment programmes. Lay-offs, employment freezes, diminished

levels of investment in development projects have constricted African employment markets, thereby significantly reducing the availability of employment opportunities to Africa's growing labour force, particularly the young school leavers. Wage and salary freezes and the deep erosion of pay packages have also brought about a situation of extreme hardship to many in Africa's workforce. Many public servants have become demotivated and this has had an impact on their productivity and efficiency on the job.

Yet the recovery programmes recommended in APPER and UNPAAERD have far-reaching implications for the utilization of human resources. An implementation of these programmes would have very positive effects on economic growth, which would stimulate the labour demand and boost employment levels within the economy. The rehabilitation of the agriculture sector would bring along with it many opportunities for employment creation within and outside that sector, as well as significantly bring down the high levels of underemployment in African agriculture. Industrial sector workers would also be made more productive if plants are rehabilitated and equipment, spares, raw materials and other industrial production inputs are made available. In the public sector, the parastatals and services, the expected improvement of management capabilities, especially improvements in supervision, monitoring, accountability and control, would raise efficiency levels considerably.

African Governments must make an effort to bring these changes about since no significant improvements in these areas have as yet materialized since the adoption of APPER and UNPAAERD. They should pursue investment strategies that would have as a central objective, the generation of employment for a growing labour force, bearing in mind that the present and future rates of population growth within the continent demand that they create 280 million new jobs through the next twenty years just to keep unemployment constant at present levels. Policies aimed at reducing public sector employment also have to be reviewed. This is so because the public sector in most African countries is the major provider of employment, incomes and livelihood to the wage labour force. It, therefore, fulfils a social need, without which many households would suffer and social and political tensions would mount.

The growing problem of educated unemployment also requires serious and immediate attention for it represents a big waste of human and financial resources. Those affected represent huge amounts in public investments through education, health and other social services. Their not being utilized at all amounts to a loss of those public investments. Furthermore, it is important for this large group of young men and women not to be provoked into destabilizing society by being left in idleness, frustration and bitterness. Strategies must, therefore, be conceived to utilize them in productive economic activities.

Another indicator of inefficiency in the utilization of human resources is the brain drain. The crisis conditions that emerged on the continent contributed significantly in propelling the flight of skilled Africans from the region. The declines in real incomes, deteriorations in the working environment, the wide-spread shortages of working tools and equipment, the difficult social conditions such as the poor functioning of social amenities, transport systems, poor housing conditions, declining standards of education, shortages of goods and services etc., political instability, have all converged to worsen the problem of the brain drain as more and more of Africa's middle- and high-level manpower are forced to flee the oppressive conditions of living prevailing. African Governments should very seriously consider measures to arrest and if possible reverse the trend because a heavy outflow of highly skilled men and women from the continent would deprive Africa of a good proportion of those very resources it requires to effect recovery and development. The causes of the brain drain must, therefore, be unravelled with a view to instituting the appropriate measures to remove them.

The management of the workforce should also be looked into. Efforts must be made to adopt supervisory and personnel management practices that would motivate the worker and bring about greater efficiency and increased output. This requires that those demotivating factors such as nepotism, tribalism, religious biases etc. should be identified in the management of the workforce and rooted out.

Support should also be provided to enhance the productivity of workers in agriculture. Fiscal incentives to these workers should be increased in the form of an expansion of public services such as health, education, transportation etc. Government intervention in controlling prices and increasing producer prices, providing social amenities such as potable water, sanitation facilities etc., strengthening production infrastructures such as irrigation, extension services, marketing facilities etc., are important to make the farmer more productive, because the healthier he is, the higher his level of education and the more support he receives for production, the more he can increase his output.

The informal sector should be recognized for the many services it renders to the growth of the African economy: the provision of incomes, training and millions of jobs to workers who would otherwise remain jobless and unskilled, the production of many intermediate and final products and the rendering of valuable services to society. Government policy towards the informal sector should now be less negative and should seek to define a clearer role for this sector to play in the recovery and development process. These policies should aim at strengthening the informal sector by assisting in improving the quality of the goods it produces and the services it provides by increasing its absorptive capacity and by making it able to attain higher levels of productivity.

At the regional level, African Governments should explore the possibilities of formalizing co-operation in the use of high-level manpower by promoting the exchange of experts to fill vacancies in the public and private sectors of their economies. This would ease the problem of university graduate unemployment within the region and would also have a most favourable effect on the brain drain by decreasing the possibilities of outmigration of the highly skilled.

Mention must be made of two special problems confronting the region and to which attention should be directed by African Governments. The first is the migrant labour system in Southern Africa through which South Africa holds the frontline states to ransom. Millions of nationals from Lesotho, Botswana, Swaziland, Mozambique, Zimbabwe, Zambia and Malawi earn their keep from the mines, factories and homes of South Africa. Their presence in such large numbers in South Africa has turned them into a weapon for destabilization against their home countries by their being susceptible to an overnight mass repatriation which would definitely cause some of the supplier countries enormous economic, social and even political difficulties. The countries involved must be assisted to reduce this form of dependence on South Africa by seeking alternatives to the migrant labour system and by expanding their economies in ways that would absorb a good number of their migrant workers.

The second issue of concern is the increasing tendency towards intolerance of, or hostility towards nationals of other African countries. In some parts of the continent, there has been a wave of mass expulsions of foreign Africans in some African countries. This has caused much hardship to those concerned but more seriously, it is undermining efforts for strengthening co-operation among African countries in the sharing of ideas and the promotion of the free movement of people across national frontiers, and is creating unnecessary tensions between neighbouring countries. Governments are urged to exercise restraint and tolerance and to adopt a more positive attitude towards Africa's human resources.

Finally, regional approaches must be evolved for the reversal of the brain drain. To this end, African Governments are urged to participate more actively in ECA's Return of Skills Programme for Africa which identifies highly skilled African migrants resident in the countries of the North and arranges their return to jobs in Africa. Candidates' nationalities are not a factor in selection for placement within the Programme. Governments are urged not to insist on it, so that those Africans who would genuinely wish to return to the continent to contribute their part in the development effort would not be restricted or denied this opportunity on the basis of their nationality. Governments are also urged to resort to this programme for the identification of project personnel and to prevail upon donors to acquiesce with their choice.

VI. Institutional Support

The implementation of programmes to better plan, develop and utilize human resources requires tremendous support from a wide range of Government institutions. Apart from those ministries with a direct responsibility for human resources planning, development and utilization such as education, manpower, labour and planning, much support is required from other ministries such as health, local government, industry etc. The priority for these support ministries is to orient their activities so that they enhance the national effort to develop and better utilize human resources. Thus, ministries of industry should pay greater attention to solving problems of worker productivity in industrial establishments, promote training and monitor in-plant working conditions. Local government ministries should provide the backstopping required to facilitate the delivery of human resources programmes and encourage grassroots involvement in recovery and development programmes. Health ministries will be required to monitor primary health, maternal and child health and nutrition programmes more intensively. Ministries of agriculture must expand their extension services and increase their provision of inputs to agricultural producers.

The ministries with direct responsibility for human resources planning, development and utilization must undergo fundamental reforms to prepare themselves for the new tasks they would have to face to meet the new priorities of recovery and development. In the areas of manpower and employment planning, greater efforts must be made by African Governments to centralize the planning function under one ministry. At present, the effort is, in some cases, too diffuse, involving ministries of economic planning, labour, public services and education. Some countries have already taken steps to centralize the human resources planning function by creating ministries of manpower and employment or human resources development. Those countries which have as yet not done so are urged to follow suit.

A major bottleneck to the planning of human resources in Africa is the fragility of the data base. There is a very real need to improve on the collection, processing and analysis of data for manpower and employment planning. It is also necessary to be clear as to the purpose of data collection in order to be precise as to the type of data to be collected and the ways they will be used. This in turn requires that more clarity and precision be given to the definitions of the various labour force concepts in use within Africa especially in view of the peculiarity of the African economy, and of African labour markets. The staffing of these ministries should be strengthened in response to the need for greater efficiency in the planning of human resources. For the same reason, structures must also be reinforced.

The institutional requirements for improving human resources development would require that attention be focused on the creation of some government

mechanism to co-ordinate the many contributons from diverse quarters, to education and training. Offers of training fellowships should be scrutinized for their relevance to national needs and priorities. Non-formal education and training programmes, particularly those being offered by NGOs and other aid agencies should fit the training priorities of governments. This requires constant monitoring of the various interventions and an interface between all the line ministries concerned. A government institution should be set up for this purpose.

VII. Proposals for Action

In what follows, a set of proposals are made for implementation by African Governments at the national, subregional and regional levels.

A. Support for the Development of Human Resources

The major challenge to African Governments and institutions in the coming years will be how to at least sustain human resources development efforts at current levels. They will have to contend with a growing demand for education and training in the face of dwindling resources. They should, therefore, consider the following courses of action in order to ensure that Africa's human resources are developed to the right levels and in quantities that would sustain the recovery and development process:

(a) At the National Level

(i) Redouble the efforts to make education and training more relevant to national recovery and development priorities.

(ii) Assist educational institutions in activating their latent income-generation capacities by providing seed money for them to develop agricultural and industrial production enterprises, consultancy services, etc. with a view to reducing the total dependence of these institutions on government for funding and build their capabilities to generate resources for their own programmes.

(iii) Make greater use of the research and consultancy resources available in Africa's third-level educational institutions so as to reduce the cost of hiring expensive expatriate personnel and to increase the incomes accruing to these institutions.

(iv) Establish or strengthen educational resource centres to produce teaching materials and aids thus making importation of these unnecessary and greater savings in foreign exchange spending possible.

(v) Explore possibilities of maximizing the use of educational resources such as establishing double-intake systems, vacation courses etc. in order to extend educational opportunities to a larger population of youths in a most cost-effective manner.

(vi) Resort to other forms of education such as non-formal education to supplement the effort to expand education to reach the poor, rural communities, out-of-school youths, women, etc. in areas such as literacy, community health, child care, nutritiion education, etc.

(vii) Institute a special programme of training for public sector officials in fields critical to the management of recovery and development such as debt management, monitoring and control, procurements management, resource management, etc.

(viii) Carry out an analysis of training requirements for the implementation of national recovery programmes in agriculture, sectors in support of agriculture and drought and desertification control. This analysis would then be followed by a vigourous programme of training which would be targetted to specific objectives.

(ix) Tap new sources of revenue generation for education and training such as levies on industrial establishments, commercial firms and multinational companies. The proceeds should then be used to supplement the usual government allocations to the education and training sector.

(x) Institute special education, training and research programmes within national third-level educational institutions to align skills with the priorities of recovery.

(xi) Formulate and implement within universities, programmes of research and development specifically designed to respond to recovery needs in agriculture, industry, science and technology and management.

(b) <u>At the Subregional Level</u>

(i) Countries in each subregion should come together to formulate strategies for the harmonization of approaches to the solution of common problems of human resources development which they face. These may include the joint establishment of educational resource production enterprises, book production centres, etc.

(ii) Within the framework of subregional groupings, the countries of the respective subregions may consider modalities for sharing existing institutions and for maximizing their use. They should also consider formulating a long-term plan for developing human resources on a subregional basis.

(iii) Countries in the Southern African subregion should undertake urgent actions to put in place a programme of training for returning migrants in order to ease their reinsertion into the national economy and obviate the need for them to re-migrate. They should also review educational curricula with a view to making the output of educational institutions better fit for employment within sub-regional markets.

(c) At the Regional Level

(i) African Governments should collectively strengthen the regional capability to provide graduate and post-graduate education in the critical fields of development such as agronomy, hydrology, meteorology, animal science, veterinary medicine, engineering and technology and the management sciences.

(ii) Collective regional efforts should be made to draw up a five year programme of R & D for agriculture, water resources and industry. Africa's third-level educational institutons should assume the responsibility for action on this recommendation.

(iii) Third-level educational institutions should harmonize their efforts to strengthen existing networks for research and teaching and create new ones.

(iv) The existing specialized regional education, training and research institutions should be significantly strengthened in order for them to fulfil their mandate and contribute effectively to Africa's socio-economic and technological transformation.

(v) African Governments should increase resources for training by making more meaningful contributions to the regional, ECA-administered training and fellowships programme for Africa, whose present resources are far from adequate to meet the demand for training from African nationals throughout the continent.

B. The Utilizaiton of Human Resources

As a matter of urgency, it is imperative that quick solutions be found to Africa's soaring unemployment rates and the alarming rates of underemployment especially in agriculture. These human resources utilization conditions do not augur well for social stability and are themselves harmful to the economy. Therefore, the following are proposed for immediate action.

(a) At the National Level

(i) Innovative strategies for employment creation must be sought. These may be found in the implementation of the recovery programmes by African countries which would significantly boost labour demand.

(ii) As an immediate temporary measure to attack urban unemployment, public works employment-generation schemes should be put in place to provide the unemployed with incomes on which to subsist. Loans could also be provided to retrenched public sector workers to enable them establish themselves in the private sector.

(iii) Efforts should be made to protect standards of living of African workers in a manner that would ensure that they are more productive and dedicated to their jobs.

(iv) More inputs and incentives packages should be provided to agricultural workers to increase their levels of output and reduce underemployment.

(v) The informal sector should feature prominently in any plans to strengthen employment-generation capacities within African economies in recognition of the importance of this sector in providing jobs, incomes and training to a significant proportion of Africa's labour force.

(vi) Working conditions must be improved for Africa's high-level manpower in order to reduce their propensity to migrate and thus attack one fundamental cause of the brain drain. They should also create an enabling environment for high-level manpower, especially those in educational and research institutions to make their work productive, efficient and stress-free.

(vii) Employment planning capabilities should be strengthened through the creation of those institutions that would carry out this planning function, the training of staff, the greater allocation of resources and the according of a higher priority to employment-generation in national planning objectives, goals and targets.

(b) At the Subregional Level

(i) Governments in the various subregions should collectively agree to promote the free movement of nationals of countries of each subregion without fear of harassment, for the benefits this brings to the sharing of expertise, ideas and culture and its contribution to real integration.

(ii) Governments in southern African countries should assist the front line States to reduce their labour dependence on South Africa by opening up their employment markets to nationals from these States.

(c) At the Regional Level

(i) In a bid to combat the brain drain, African Governments should initiate a programme of within-region exchange of experts to which they would contribute and which would be administered by ECA.

(ii) For the same purpose, Governments are urged to support and use more intensively the facilities provided by the ECA's Return of Skills Programme for Africa, to recruit qualified Africans in Europe and North America into vacancies existing in their countries.

(iii) Greater use should be made of the ECA Directory of African Experts for the recruitment of project personnel and consultants in order to reduce Africa's dependence on outside expertise.

C. Human Resources Planning

For efficiency to be attained in the development and utilization of Africa's human resources, it is necessary for the human resources planning system itself to be made more efficient. Accordingly, the following is proposed for action.

At the National Level

(i) African Governments must assign a higher priority to human resources planning and have this priority reflected in budgetary allocations, adequate levels of staffing and overall policy support.

(ii) Human resources planners must strive to go beyond the mere quantitative forecasting of manpower demand and supply situations to concentrate on manpower strategies for both the formal and informal sectors.

(iii) Human resources planning priorities must include planning for the skill needs of African agriculture especially in the light of the imperative to transform that sector so that it functions as the engine of economic growth.

(iv) Particular attention should be paid to human resources planning to remove shortages in middle-level occupational categories in African countries.

(v) African Governments should formulate a long-term human resources development plan to respond to their long-term objectives, priorities and goals of development.

(vi) The needs of the private sector should also be addressed and in this human resources planning system should anticipate the emerging requirements for a large number of entrepreneurs in all economic sectors.

At the Subregional Level

(i) Within the framework of subregional groupings such as ECOWAS, ECCAS and SADCC, countries in the various subregions should collectively search for common approaches to the provision of skilled manpower and to agree on strategies of fulfilling their needs.

(ii) The frontline states who are labour suppliers to South Africa should be assisted within the framework of SADCC to strengthen their human resources planning capabilities so that they are better equipped to meet their local skill requirements and reduce their dependence on outside expertise.

At the Regional Level

(i) African Governments and institutions should intensify their efforts to adopt common strategies to the planning of human resources, particularly within the framework of ECA's Conference of Ministers Responsible for Human Resources Planning, Development and Utilization and the Conference of Vice-Chancellors, Rectors and Presidents of Institutions of Higher Learning in Africa.

(ii) African Governments are urged to fully exploit the ECA human resources planning programme at IDEP by nominating to it staff who are at present engaged in, or who need to be prepared for the human resources planning function.

(iii) The Association of African Universities should be requested to assist in identifying a lead African institution in which to begin a permanent programme of research and study in human resources planning at the post-graduate level.

VIII. Conclusion

One of the lessons to be learnt from the socio-economic crisis in Africa is that the relative neglect of the region's human resources has, over time, led to the weakening of human capabilities, to the point that those capabilities could no more regulate or adapt to changes in the social, economic and physical environment. The results have been catastrophic: famine, starvation, malnutrition, increased poverty, destitution and, for many, death.

Of urgent and fundamental importance to Africa's recovery and longterm development is the need to formulate and implement policies which would ensure that the crumbling of human capabilities will never more be allowed to make Africans so vulnerable. Therefore, development endeavours should be more human resources-focused to develop and nurture the African's abilities and capabilities so that they stand him in good stead to cope with negative developments in his environment which may even threaten his survival. To this end, there is an urgent need to formulate those policies required to strengthen and expand the skills base upon which self-sustained development would be built. It is equally important that attitudes that conduce to resourcefulness, determination, pride and self-confidence be nurtured among Africans and opportunities must be provided for the African to show his ingenuity and inventiveness and substantially increase his productivity as an economic entity in society.

Strategies for achieving these objectives of recovery and development must be well thought out and be well targeted to the attainment of set goals. Therefore, a lot of planning must go to the development and utilization of Africa's human resources. Governments should, therefore, renew their commitment to the planning of human resources in Africa by providing the appropriate policy, resources and provide greater institutional support to the human resources planning function within the public sector.

Above all, African Governments must be convinced now more than ever before that only man can spearhead development and social transformation. Given the internal and external constraints on Africa's development, only the genious of the African people can unshackle this continent and initiate the process of its development. Government development strategies should, therefore, make human resources the pivot of development. A human resources-focused development strategy followed with dedication and commitment will strengthen capabilities, build skills, inculcate positive development attitudes and pull up the African from underdevelopment and perpetual misery.

4. EXCERPTS FROM THE KHARTOUM DECLARATION: ADOPTED BY THE INTERNATIONAL CONFERENCE ON THE HUMAN DIMENSION OF AFRICA'S ECONOMIC RECOVERY AND DEVELOPMENT (KHARTOUM, SUDAN, MARCH 1988)

A. OVERALL ASSESSMENT OF THE HUMAN CONDITION IN AFRICA

Since the human being is the centre of all development, the human condition is the only final measure of development. Improving that condition is essential for the poor and vulnerable human beings who comprise the majority of our peoples in Africa. Africa's men and women are the main factors and the ends for whom and by whom any programme and implementation of development must be justified.

Regrettably, over the past decade the human condition of most Africans has deteriorated calamitously. Real incomes of almost all households and families declined sharply. Malnutrition has risen massively, food production has fallen relative to population, the quality and quantity of health and education services have deteriorated. Famine and war have made tens of millions of human beings refugees and displaced persons. In many cases, the slow decline of infant mortality and of death from preventable, epidemic diseases has been reversed. Meanwhile the unemployment and underemployment situation has worsened markedly.

Acts of destabilization and aggression, being perpetrated against the countries of Southern Africa by the South Africa regime, have also imposed massive human and economic costs, greatly in excess of military budgets or battle casualties. Of the approximately one million human beings dead in Southern Africa as a result of South African agression over 1980-86 about one hundred thousand were war-dead, narrowly defined. Of the approximately thirty billion dollars in lost production, most relates to the creation of chaos and the loss of peasants' crops and national production.

Production and other economic aspects of development - especially distribution - are of crucial importance. Production by the poor is vital if they are to become more able to meet at least their basic needs. But it is just as important who produces what. Production of food, of basic consumer goods, of agricultural inputs and construction materials, of basic services such as health, education, and pure water, as well as of exports are central to improving the human condition. Unsustainable imbalances do matter.

Nutrition imbalances are as crucial as trade imbalances. High infant mortality requires just as immediate and as serious an attention as high rates of inflation or huge budget deficits. Ultimately the trade, inflation and budget

imbalances are serious obstacles to development because they are barriers to enabling the poor to produce more; to the vulnerable to surviving and rehabilitating themselves; and to the state and the society achieving universal access to basic services.

Therefore, a basic test for all stabilization, adjustment and development programmes is whether they will improve the human condition from their inception or, on the contrary, worsen it. Social services and human resources development programmes have high short-, medium- and long-term pay-offs on economic as well as on broader development criteria.

They are relevant to the reversal of unsustainable imbalances since survival and rehabilitation assistance to the most vulnerable groups - international refugees and displaced persons, disabled persons, youth, women and children - is an important element in reversing production losses. Similarly, the engagement of Africa's most basic resource - its approximately 250 million economically active people - in production, is essential to restoring growth as well as development.

The human-centred strategy to the implementing of the Lagos Plan of Action, APPER and UN-PAAERD is vital for reaching out to the aspirations and needs of Africa's peoples and <u>especially</u> their poor and vulnerable majorities. It is deliverable through the appropriate mobilization, allocation and use of resources. To bring this about it will be essential to restore the strained and torn fabrics of our societies, make popular participation in decision-making processes effective, ensure the preservation of basic human rights and fundamental freedoms and eliminate policies that discriminate against minorities and vulnerable groups.

Progress in advancing the human condition in Africa depends on the structure, pattern and political context of socio-economic development. The problems and weaknesses in these areas must therefore be recognized and attempts must be made to tackle them in order to achieve the objectives of social and human development. This is also necessary because the economic crisis which Africa faced from the late 1970s found fertile ground in the structural and political weaknesses that bred the germs that hastened the intolerable deterioration in the human conditon.

A fundamental problem is the fast rate of population growth and the uneven and uneconomic distribution of the population in the different age groups. The youthful population makes high demands on educational, medical and other social services while the large number of college graduates and school leavers that enter the labour market each year creates an imbalance between labour supply and demand.

A further structural factor is the urban bias and socially unequal distribution of critical factors and resources for human development such as employment, income, food and nutrition and health and education. As is well known, this distribution is biased against the majority of the population living mainly in the rural areas and in favour of the politically vocal minority in the urban enclaves. Economic issues have overshadowed social concerns and have prevented African countries from according the needed centrality to the human dimension and the human factor.

Finally, the political context for promoting healthy human development has been marred, for more than two decades, by instability, war, intolerance, restrictions on the freedom and human rights of individuals and groups as well as overcentralization of power with attendant restrictions on popular participation in decision-making. In such a context, the motivation of many Africans to achieve their best in productivity and the enhancement of their own and society's well-being has been severely constrained. In times of economic crisis, the politically stronger social groups and individuals survive while the weaker ones go under in increasing deprivation, social dislocation, hunger, ill-health or death.

B. THE HUMAN DIMENSION OF STRUCTURAL ADJUSTMENT PROGRAMMES

From the causes mentioned so far flow the consequences of wretched misery, marginalization and - for millions - very literally, premature death. The severity of the African crisis is such that country after country has been putting in place structural adjustment programmes in their effort to halt their economic degradation and achieve a turn-around. Unfortunately, far too many of these programmes - whether nationally conceived or in collaboration with the World Bank, the International Monetary Fund and the donor community - are rending the fabric of the African society. Rather than improve the human condition, some structural adjustment programmes have aggravated it, because they are incomplete, mechanistic and of too short a time perspective.

Structural Adjustment Programmes (SAPs) are **incomplete** because they are often implemented as if fiscal, trade and price balances are ends in themsleves and are virtually complete sets of means to production increases. Human condition imbalances as related to employment, incomes, nutrition, health and education do not receive equal priority in attention to macro-economic imbalances. Unless and until they make the elimination of these human condition imbalances central targets, stabilization and adjustment programmes cannot provide Africa's growth and development dynamic.

They are too **mechanistic** in being inadequately grounded in, or sensitive to specific national economic, human and cultural realities. This is aggravated by an incomplete articulation which allows the gaps between macro models

and contextual realities to remain largely unobserved. Nor can we evaluate how rapidly production can be expanded; where, by whom and of what. Thus their human condition impact remains inadequately projected instead of being at the centre of target-setting, policy formulation and programme or project choice.

They are in **too short** a time perspective. Africa cannot wait for the attainment of external equilibrium and fiscal balance before seeking to improve the human condition, nor can long-term human investment to strengthen the institutional, scientific, technical and productive capacity operating in environmental balance be postponed. That is essential to attaining the more stable and less vulnerable economic position that we aspire to for the African continent.

Further, we must place squarely on record that the external context confronting Africa continues to deteriorate. The terms of trade losses of 1986 vastly exceeded net resource transfers to Africa. APPER is not receiving either the new concessional transfer support or the debt burden relief it projects as essential, or which UN-PAAERD committed the international community to providing. This is not simply an African view - the World Bank has repeatedly said the same thing as has the UN Secretary-General's Advisory Group on Financial Flows for Africa, a majority of whom are practising bankers.

We welcome the increased concern for the human dimension in stabilisation and adjustment programmes, broadly expressed within the international community. But this is far from being enough. The gap between the expression of concern and actual programme implementation remains wide. Human dimension elements are additions, often long after programme initiation, rather than integral parts of their overall design. Those poor and vulnerable groups to be served are often narrowed down to those who are the victims of the stabilization programme, rather than addressing the human condition of all the absolutely poor and vulnerable people.

In the light of all of the foregoing, we do not hesitate to reiterate the central position that the human dimension should be accorded in the stabilisation and structural adjustment programmes, for we are convinced beyond doubt that no nation can be great and prosperous if the majority of its people are poor, malnourished, illiterate, miserable and perpetually vulnerble.

Overall, we identify five distinct areas on which greater awareness and action must be focused by the African governments, the international financial institutions and the international community at large. Firstly, all structural adjustment programmes in Africa must be designed, implemented and monitored as part of the long-term framework of Africa's development. These programmes must, therefore, be incontrovertibly compatible with the objectives and

aspirations of the African people as outlined in the Lagos Plan of Action and the Final Act of Lagos. Secondly, the human dimension must be the fulcrum of the adjustment programmes. Thirdly, the structural adjustment policies must incorporate the relevant adjustments of the social sector. Fourthly, considerations must be made of the consequencies of macro-policies on the poor and vulnerable, not only so as to design temporary and independent compensatory additional programmes, but to make the alleviation of absolute and relative poverty and the elimination of gender biases integral parts and factors of the adjustment programmes. Lastly, the entire process of monitoring the stabilisation and structural adjustment programmes must incorporate the social aspects and criteria.

We regard it as the primary responsibility of African Governments to develop a richer articulation of the total macro-framework within which to reorientate these programmes.

Structural adjustment programmes must be made to complement the efforts of African Governments to attain their long-term development objectives. Consequently, they should, through their effects on the economy and the African social fabric, contribute to the preservation of basic human rights and fundamental freedoms and help to eliminate policies that discriminate against minority and vulnerable groups. Above all, the application of structural adjustment measures should restore, not corrode the dignity of the African as a human being.

It is with these concerns in mind that we set forth in the pages that follow our conclusions and detailed recommendations.

C. RECOMMENDATIONS

In the light of the foregoing analysis, the following conclusions and recommendations are proposed for the most careful consideration of African countries and the international community. It is our earnest hope that these recommendations will be taken into account when the mid-term review of UN-PAAERD is undertaken by the General Assembly of the United Nations at its 43rd session in 1988. Even before that, we hope that individual governments, international agencies and non-governmental organisations will take them fully into account and implement these recommendations in whatever way they may find appropriate, given their respective mandates.

I. INCORPORATING THE HUMAN FACTOR IN THE RECOVERY AND STRUCTURAL ADJUSTMENT PROCESS

Since structural adjustment is intended to improve prospects for longer-term development, the design and context of structural adjustment programmes

should incorporate the goals and objectives of long-term development. As the improvement of human condition and welfare is the ultimate objective of development, structural adjustment programmes need to incorporate the human factor into their design and implementation. Towards the achievement of this goal, we call for the following actions at the national, sub-regional, regional and international levels.

Action at the National Level

(i) There is an urgent need to restore the centrality in Africa of long-term development goals and actions.

(ii) To this end, there is a need for African countries to design their structural adjustment programmes as part and parcel of their long-term development goals. These indigenous programmes should serve as the basis for discussion with the donor community, multilateral as well as bilateral.

(iii) In this process, the human dimension needs to be brought out both in the definition of the long-term goals and in the priorities and components of the structural adjustment process.

(iv) Each African Government should translate its pronouncements - regarding the centrality of the social sectors in the process of economic recovery and development, as expressed in APPER and UN-PAAERD - into concrete action. In particular, a special appeal is to be made to the governments to speedily carry out their pledge to commit 20-25% of their annual budgets to the agricultural sector.

(v) In designing adjustment programmes, a careful analysis should be made of what categories of the population are most severely affected during the adjustment period, of the magnitude of their needs and of the ways and means that these needs, especially of the poor, can be met during the process of adjustment and beyond.

(vi) In making the protection of the poor an integral part of adjustment, the primary strategy should be that of enhancing their productive capacity through better access to productive resources and assets.

(vii) In the design of adjustment and development programmes, explicit attention must be paid to gender issues so as to accelerate the integration of women in the whole development process. With the clear awareness of women's major contribution to development, there is a new opportunity for making major progress in this direction.

(viii) Special attention should be paid to the vulnerable groups, particularly children, the aged, the disabled and refugees and displaced persons. The design of adjustment programmes should incorporate aspects of support of the retrenched employees to enable them become viable entrepreneurs. Such support should include provision of loans and extension and advisory services.

(ix) In making policy decisions on the question of subsides, a thorough analysis of the impact of such decisions on the most affected groups should be made and, if possible, alternative approaches should be found, especially as regards the poor and vulnerable.

(x) Food security and its indispensable adjunct of food self-sufficiency should be treated with the utmost priority in the design of adjustment, recovery and development policies.

(xi) There should be greater openess in the process of designing the adjustment package, both within government and beyond. In particular, employers, trade unions and other relevant groups should be closely associated with the process both to improve the design of the programmes and to ensure their fuller understanding and support.

Action at the Regional and Sub-regional Levels

(i) National actions will be greatly helped or hindered to the extent that regional and subregional environments are conducive. To this end, African countries need to take more positive steps toward peace, stability, human rights and African solidarity.

(ii) Subregional and regional data banks, such as PADIS, should strengthen their programmes in order to generate and disseminate current information and data on the social and human conditions in Africa, in order **inter alia** to facilitate the monitoring and implementation of Structural Adjustment Programmes.

(iii) Exchange of experience and in-depth studies should be undertaken by African countries and institutions as well as international organizations about structural adjustment options that would, **inter alia**, take fully into account:

- the human dimension.
- compatibility with long-term development.
- full participation of the people in the design and implementing of the alternative.

(iv) Subregional and regional institutions should take appropriate action to strengthen and improve the capabilities and skills of African

countries in their negotiations with their development partners, especially on issues related to structural adjustment.

(v) In the long-term, greater sub-regional and regional co-operation is needed to ensure the acceleration and sustainability of long-term African development. In this context, African governments should also try to harmonise the activities of their various institutions in the field of human resources development.

Action at the International Level

(i) Having due regard to the high social costs of structural adjustment programmes, the IMF and the World Bank should endeavour to ensure that adequate and comprehensive safeguards for the protection of vulnerable groups and the human dimension are built into such programmes from the beginning. In this connection, we welcome the recent undertaking by the Bank and IMF to this effect and we urge its rapid implemention.

(ii) International organizations should intensify their efforts in the development and use of appropriate indicators for closely monitoring the human and social dimensions of the adjustment process.

(iii) The World Bank and the UNDP, in their various roles as co-ordinators of Consultative Groups and Round Tables, should pay full attention to the human dimension of adjustment in the preparation and documentation for and the discussion at these meetings.

II. PAYING SPECIAL ATTENTION TO THE SOCIAL SECTOR AND THE VULNERABLE GROUPS

Africa's people are her most valuable asset. Their healthy social development is a sine qua non for achieving a productive and sustainable transformation in the continent. Yet, for far too long, the vast majority of the African people, especially women and youth, have been locked into poverty and vulnerability, along with the traditionally disadvantaged, the disabled, refugees and displaced persons. Where the most affected groups inhabit the neglected rural and peri-urban areas, their living conditions have often become intolerable in recent years as a result of the economic crisis and structural adjustment measures. The fundamental problem is that late, official policies have paid only scant attention and have given very low priority to the social sector and the vulnerable groups in society.

Therefore, we strongly recommend the following urgent actions:

Action at the National Level

(i) Measures should be adopted to promote equitable patterns of development based on the democratization and decentralization of the decision-making process.

(ii) Even in times of severe resource constraints, such as experienced during periods of economic adjustment, attempts should be made to ensure acceptable minimum levels of, and access to food and social services, particularly for the vulnerable groups. Furthermore, food aid, being an important portion of ODA to Africa, must be used in direct support of food security, particularly to ensure access to food by the vulnerable groups in times of structural adjustment.

(iii) Investment priorities should be focused on the rural sector so as to raise rural employment, productivity and incomes and to reduce rural poverty.

(iv) Governments that have not already done so, should formulate and implement national population policies as stipulated by the 1984 Kilimanjaro Programme of Action.

(v) To arrest the current drought and desertification, resulting from long-continuing misuse of renewable natural resources and endangering mostly the vulnerable persons in the rural areas, sustainable development and long-term considerations, rather than immediate, quick benefits should be made the over-riding principle governing all development plans, programmes and projects. In each and every socio-economic development plan, programme and project, conservation of nature and natural resources and maintenance of eco-systems and environmental balances should be in-built primary component.

(vi) Opportunities should be given to women for greater participation in the nation's political and decision-making processes at all levels, especially at the national centres of power. Where necessary, appropriate training should be given to them to ensure this.

(viii) Accelerated child development and survival strategies (for example, low-cost immunization and oral re-hydration therapy) should be implemented so as to reduce the very high levels of infant and child mortality and morbidity.

(ix) Greater efforts should be made to provide the youth with productive employment opportunities and to integrate them more effectively in the development process.

(x) Concerted efforts should be made to change prevailing attitudes towards the disabled so as to rehabilitate them and bring them into the mainstream of development.

Action at the Subregional and Regional Levels

(i) Subregional and regional development, research and training and financing institutions should give priority attention in their work programmes to the issues of African women, children, youth and vulnerable groups, particularly the aged, disabled, refugees and displaced persons.

(ii) Governments of each subregion should device policies and plans for collectively dealing with the root causes of the problems of refugees and displaced persons. Where possible, arrangements should be made to facilitiate the voluntary return of refugees to their home countries.

Action at the International Level

International organizations should intensify their efforts, in cooperation with African countries, in the development and use of appropriate indicators for closely monitoring and measuring progress in the improvement of conditions of human well-being. Instruments should also be developed to provide early warning on deteriorating human conditions.

III. MANPOWER DEVELOPMENT AND UTILIZATION FOR THE LONG-TERM

Africa's long-term development prospects depend on its human resources, and for African countries to achieve the goals of APPER, UN-PAAERD, and the Lagos Plan of Action a significant strengthening of their capabilities to develop and adequately utilize their human resources is called for. These efforts should be aimed at reinforcing, expanding and making more relevant, the human resources base, avoiding wastage through underutilization of manpower, or loss through the brain drain, and raising productivity levels, particularly in agriculture, through various support policies and programmes and public sector interventions.

In the light of the foregoing observations, the following are recommended:

Action at the National Level

(i) Efforts should be intensified to expand primary and basic education, especially in the urban peripheries and in the rural areas;

(ii) Higher and technical education must, of urgent necessity, be significantly strengthened and re-oriented so as to build within them

those capabilities that would enable African countries to produce the required middle- and high-level manpower.

(iii) Governments should strive to seek greater relevance in education and training so that the outputs of education and training systems are more readily employable and can function better as job-creators rather than as job-seekers, particularly in the rural areas and the agricultural sector.

(iv) Greater emphasis should be placed on improvements in the teaching of science and technology in African countries, and more effective mechanisms should be evolved for the dissemination of the results of scientific and technological research for purposes of application and development.

(v) Governments should review education expenditure policies with a view to maximizing effectiveness in all areas of education.

In view of the seriousness of the unemployment and under-employment problems in African countries and the bleak prognosis for the future in this domain, it is strongly recommended that:

(i) Every development plan should have, as major expressed objectives, the generation of employment and incomes and the reduction of absolute poverty and income inequality among the people and to this end, effective monitoring and implementation mechanisms should be established to ensure the achievement of these objectives.

(ii) Investment priorities should be focused on the rural sector so as to raise rural employment, productivity and incomes and to reduce rural poverty.

(iii) Opportunities should be increased for women to have a greater access to education and training in order to increase their skill levels and enable them to raise their efficiency as a significant group in the African workforce.

(iv) Greater efforts should be made to provide youth with productive employment opportunities and to integrate them more effectively in the development process.

(v) Governments should provide a more congenial environment for the development of the informal sector which has a high potential for employment creation in African countries and is a rich and fertile ground for the development of indigenous entrepreneurship.

Action at the Sub-regional and Regional Levels

Governments of the various sub-regions and of the region as a whole are urged to strengthen their bonds of co-operation in the area of manpower development and utilization. Accordingly, they are urged to:

(i) intensify their efforts to create, maintain and strengthen regional and sub-regional institutions with specialization in specific fields of learning and research for the common use of member States;

(ii) develop joint research programmes among groups of countries at the sub-regional and regional levels to focus on common problems of development in fields such as science and technology, medicine, engineering, agriculture, management etc.;

(iii) strive to expand employment markets within a sub-regional context by embarking upon joint employment-generation investment programmes accompanied by an opening-up of sub-regional employment markets and the promotion of the free movement of people in order to reduce the unemployment problems facing African countries;

(iv) enter into agreement among themselves within a sub-regional context to promote the exchange of experts and to make it easier for skilled manpower from countries within their sub-regions to find employment in other countries as a means of reducing the brain drain from Africa;

(v) participate as fully as possible in ECA's Return of Skills Programme for Africa by exploiting this Programme for the identification and recruitment of high-level manpower to fill vacancies in their public and private sectors, higher learning institutions as well as technical assistance posts within their countries;

IV. THE ROLE OF REGIONAL, INTERNATIONAL AND NON-GOVERNMENTAL ORGANISATIONS

(a) Bilateral Donors

The Conference calls upon the industrialized countries, particularly OECD and CEMA, to report on the reforms and resource allocations they are making and will undertake in support of their commitments under UN-PAAERD.

(b) Role of Regional and Subregional Organizations

One cannot overstate the fact that international actions and support are vital to the success of the whole programme of African recovery and

development. At the sub-regional and regional levels several actions are vital:

(i) African countries should rationalise the structure of their regional organisations and make better use of key organisations vital to the co-ordination of African development.

(ii) Regional organizations should accord the highest priority to the human dimension in the design and implementation of the recovery and development programmes of the continent, including the resolution of regional conflicts so that scarce resources are further saved to protect the human dimension.

(iii) Co-operation at the regional and subregional levels should focus on collective self-reliance to protect the human dimension during the recovery period and beyond.

(iv) African governments are at a disadvantage in international negotiations with the International Monetary Fund and the World Bank. This disadvantage must be overcome. African governments should turn, for assistance, to regional organizations, like the ECA, ADB and OAU, which have the capacity to provide technical and political expertise. In particular, the comparative information provided by the ECA on the nature, details and constraints of structural adjustment programmes should be exploited to the maximum in order to improve the negotiating position of the African governments.

(c) The Role of International Organizations

International organizations can and should play a more positive role in Africa's recovery. The major preoccupation of the Conference is the fact that such organisations should be more sensitive and more responsive to the realities of the African countries and societies since political, social, and cultural realities condition the dynamics of adjustment, recovery and development. Accordingly, it is proposed that:

(i) International organizations involved in Africa should undertake high priority actions aimed at supporting and enhancing the human dimension in the recovery and development programmes of Africa.

(ii) The Conference endorses the proposal of the UNDP for the establishment of an Inter-Agency Task Force for the assessment of Africa's human resources needs and the development of an appropriate UN System-wide programme of Action in the field of human resources development. This task force could inter alia establish the modalities and mechanisms for improving coordination in the

delivery of programmes in areas related to human resources, public sector resource management, use of resources for human resources development and for the creation of information systems and an integrated data base for human resources development and management. Regional monitoring and information exchange will be conducted by ECA. To this end, the Task Force should in consultation with national governments, draw up a detailed Human Resources Development Plan for submission to, and approval by a Special ECA meeting of ministers.

(iii) The international financial institutions should make prompt and urgent efforts to catalyse the implementation of the recommendations of the Report of the Advisory Group on Financial Flows for Africa; and to bring the attention of the international community to the fact that additional resources and debt reductions are urgently required for Africa's adjustment efforts to succeed.

(iv) International agencies should strengthen their regional and national units by decentralizing power, responsibilities and resources to the regional offices. Increasingly, decision-making on resource allocation should be decentralized to the regional, sub-regional and field offices.

(v) International organizations ought to ensure that their priorities are in line with the aspirations of African countries. In this context, their priorities should be compatible with the stated objectives, priorities and strategies of APPER and UN-PAAERD and the Lagos Plan of Action.

(vi) United Nations organizations should make every effort to collaborate, and coordinate their programmes in order to conserve resources and avoid waste.

(d) The Role of Non-Governmental Organizations

There is increasing evidence that non-governmental organizations can make an effective contribution, at the grass-root level, to the process of recovery and development. The NGOs present a number of advantages which must be built upon and strengthened, especially in the context of improving the human condition in Africa. The proposals below are made with the conviction that, if they are adopted, there is a lot to be gained by Africa's poor and vulnerable during the recovery period and by the African people at large during the process of development:

(i) NGOs should always respect Africa's own priorities and sectoral chocies as this is the most sure way of contributing to the overall national efforts.

(ii) NGOs based in donor countries should review their technical assistance with a view to using, as much as possible, national expertise and to the extent possible, transfering power to local NGOs.

(iii) African governments should give due recognition to African NGOs and create the legal and fiscal framework for their activities. NGOs should improve their policy analysis so as to incorporate longer-term perspectives and commitments.

(iv) NGOs should have an important role at the international level in monitoring the implementation of international commitments and improving public awareness among their nationals, of the realities of the African countries and societies. African NGOs should be encouraged, as appropriate, to respond to the human and social needs of the poor, especially in rural areas where structural adjustment programmes have resulted in the reduction of social services.

Printed at the United Nations (UNECA), Addis Ababa, 088 - 249 - 2,000